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FA 4 – Recovery Strategy

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FA 4. Recovery Strategy

1 Introduction

The recovery phase of an emergency is the period of time following the response period when actions are taken to help citizens return to a normal, or safer, life as soon as possible after an emergency.

Recovery is both a short- and long-term process. In the short term, emphasis is placed on restoring vital services to the community and identifying and providing basic needs to the public. Long-term recovery restores the community to its normal state, or better. It is at this point that knowledge gained by the incident is converted to mitigation measures for future hazard risks.

Local, County, State and the Federal government are responsible for assisting the public and private sector in disaster recovery. A widespread disaster may affect the functionality of business, disrupt employment, interrupt government services, and impact tax revenue. Recovery is an emergency management function undertaken during and after an event, along with response. Expeditious recovery will limit costs, damages, and long-term impacts on the community. The purpose of this Recovery Strategy annex is to provide a strategy for the City to coordinate its recovery efforts with its partners at the State and Federal level.

In most cases, recovery begins during an event's response phase, when damage is identified and assessed. Damages are classified as being in the private or public sectors. The extent of damages in dollars will determine what, if any, State or Federal assistance may be available during the recovery phase. To request this assistance, a local proclamation of emergency must be made and communicated to the Governor. Good record keeping and mitigation planning will support recovery efforts and ensure post-emergency compensation.

In addition to assistance available from governments, private nonprofit organizations support recoveries as well. The American Red Cross, Salvation Army, and a long list of volunteer groups are examples of those involved in such efforts. The Governor can also request direct assistance from selected Federal agencies without a formal presidential declaration.

A comprehensive guide to Community Recovery in the State of Oregon can be found at the following internet site:

http://www.oregon.gov/OMD/OEM/fin_rec/disaster_recover_guide.shtml.

2 Common Recovery Activities

During recovery, many of the Section Chiefs' responsibilities and activities continue, but sometimes with a change in focus. These include the following:

Planning Section

- Demobilization of resources;

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- Documentation of emergency activities;
- Situation status reports;
- Coordination of resource management with Logistics Section and Incident Commander (IC);
- Mapping;
- Preparation of Final Incident Package; and
- Initial Damage Assessment.

Logistics Section

- Arrangements for a Disaster Application Center for the Federal Emergency Management Agency (FEMA);
- Documentation of emergency activities;
- Temporary housing and feeding of displaced persons; and
- Coordination of resource management with the Planning and Finance Sections.

Finance Section

- Record keeping of all costs incurred;
- Documentation of emergency activities;
- Preparation of documents for submission to State and Federal government; and
- Damage Assessment Coordination/Documentation.

Public Information Officer

- Dissemination of public information; and
- Documentation of all emergency activities.

2.1 Short-Term Recovery Activities

During the recovery phase of an emergency, the City Manager or IC has the final authority to establish priorities for recovery activities and the allocation of resources to support them. Some activities, such as damage assessment, will most likely begin during the response phase of the emergency once the incident is stabilized. Short-term recovery activities may include:

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- Damage assessment and posting of unsafe and unusable buildings, roads, or bridges;
- Assessment of victims' needs;
- Removal of disaster debris;
- Removal of human and animal remains;
- Testing of drinking water and, if necessary, establishing new or additional drinking water supplies;
- Emergency repairs of sanitary, sewer, and storm drainage systems;
- Repair of utility lines such as electricity and natural gas; and
- Establishing security in affected areas.

2.2 Long-Term Recovery Activities

Long-term recovery activities are generally conducted by the same resources used for similar activities during non-emergency times. These activities include:

- Restoration of non-vital government services;
- Demolition and reconstruction of damaged areas;
- Monitoring restoration activities;
- Establishing, in coordination with the Federal government, a Disaster Application Center, if necessary; and
- Identifying areas to improve and implement changes (such as building codes, emergency plan, training deficiencies, etc.) that could mitigate damage in future emergencies.

3 Reporting, Declaration of Emergency and Damage Assessment

Emergency assistance from mutual aid agencies, Yamhill County, and State and Federal entities will be enhanced by prompt and thorough reporting of the emergency conditions. This section outlines the notification and reporting processes, emergency declaration, and damage assessment procedures that the City will implement in the event of a major emergency.

3.1 Reporting

Accurate incident status summaries are important to decision makers in the incident staff, as well as to assisting agencies and the public. The Incident Status

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Summary form, found in Appendix B of the Basic Plan, shall be completed as soon as possible after the onset of an emergency and shall be updated at least every 12 hours thereafter. The Incident Status Summary shall be prepared by the Planning Section for all incidents requiring Level III activation (see FA 1 for more information on levels) and distributed via phone, radio, or hard copy to at least the following:

- City Manager,
- County Office of Emergency Management,
- Incident Commander,
- Public Information Officer,
- Logistics Section Chief, and
- Community Development Director.

The Public Information Officer may use the Incident Status Summary as the basis of news releases for the media and public, and may distribute it to assisting agencies, adjacent jurisdictions, and volunteer organizations at the direction of the IC.

3.2 Emergency Declaration

See Chapter 1 of the Basic Plan for more information on declaring a local state of emergency.

3.3 Damage Assessment

Damage assessment is conducted in two phases: initial damage assessment (IDA) and secondary damage assessment. The IDA, a Planning Section responsibility, provides supporting information for the disaster declaration and is the responsibility of local government. The secondary damage assessment is an in-depth analysis of the long-term effects and costs of an emergency; it is conducted with the combined efforts of local, state, and Federal agencies and the American Red Cross.

3.3.1 Initial Damage Assessment

During an emergency or disaster, local governments conduct a quick initial assessment of damages and impacts, sometimes as part of a request for State or Federal resources to augment local ones. The City Manager coordinates this assessment and usually assigns some IDA responsibilities to other departments of local government.

The IDA evaluates the damages and costs related to a disaster, the impact of the disaster on the community, and which state, Federal, or volunteer agency

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programs might be appropriate for providing needed assistance. With respect to Federal assistance, a determination during the IDA of the extent of affected homes, businesses, and public facilities assists state officials in determining whether they need to follow up with other damage or impact assessments, such as a Preliminary Damage Assessment for Individual Assistance, Public Assistance, or both.

As soon as it can be safely done during or following the event, local officials should complete the IDA Summary Report Form. Counties should forward the completed form to Oregon Emergency Management (OEM). All smaller divisions of government, such as cities or special districts, should forward the form to the county in which they are located.

Table RS-1 outlines the City's priorities for damage assessment.

Table RS-1 – City of McMinnville Damage Assessment Priorities

Priority #1	Public Safety and Restoration of Vital Services
Emergency Operations	EOC Fire Department facilities Police Department facilities
Hazardous Industries	Hazardous occupancy industry Natural gas pipelines Electrical power stations and other like facilities
Utilities & Transportation Infrastructure	Sanitary sewer Storm and water lines Bridges and overpasses
Medical Facilities	Mass care and shelter facilities Medical clinics
Other Vital Public Services	Schools and other public facilities Food suppliers Other major businesses
<i>Note: Each facility should be analyzed on structural integrity, safety, functional capability, and estimated costs to repair or replace.</i>	
Priority #2	Assessment of Damage to Support Emergency or Major State or Emergency Declaration
	Multi-family complexes Single-family residences Other businesses

3.3.2 Secondary Damage Assessment

The IDA should provide the basis for subsequent assessment activities. Secondary Damage Assessments are most often conducted during the recovery phase after initial response activities have taken place. Finance Section personnel should be able to perform the tasks outlined below.

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- Identify damaged facilities and lead State and Federal damage assessment teams to them.
- Document expenditures in response to events for which a declaration has been requested. The State of Oregon standard for cost estimating is contained in the State Forestry Fire Plan. If the City can document actual costs, these should be used to develop accurate cost estimates.
- In the event that the Finance Section is not staffed, the City Manager (or designee) will coordinate this activity.

3.3.3 Departmental Support

- The Community Development Department will provide personnel to lead damage assessment teams.
- All other departments will make available personnel that are not otherwise assigned to the incident to assist with damage assessment.
- Additional support may be available from the County and the American Red Cross.

4 Local Request for State Assistance

If an emergency has occurred wholly within the boundaries of the City, the request for assistance from the State must be submitted to the County for transmittal to OEM for consideration by the Governor. The State has a reasonable expectation that counties will endeavor to assist cities within their jurisdictions before turning to the State and/or Federal government for assistance.

Requests for assistance submitted to the County for transmittal to the State must include:

- The type of emergency or disaster,
- The location(s) affected,
- Deaths, injuries, and population still at risk,
- The current emergency conditions or threat,
- An initial estimate of the damage and impacts,
- Actions taken and resources committed by local governments, and
- Specific information about the assistance being requested.

5 County and Federal Recovery Efforts

Community recovery assistance from the county and Federal levels comes in the form of activating ESF 14 – Long-Term Community Recovery. This support function provides a mechanism for coordinating Federal support to state, tribal, regional, and local governments; nongovernmental organizations, and the private sector to enable community recovery from the long-term consequences of extraordinary disasters. ESF 14 accomplishes this by identifying and facilitating availability and use of sources of recovery funding and by providing technical assistance for community recovery and recovery planning support. For information regarding County recovery procedures, refer to ESF 14 in the County EOP. For information at the Federal level, ESF 14 can be found at <http://www.fema.gov/pdf/emergency/nrf/nrf-esf-14.pdf>.

6 Debris Management

A debris management plan defines the roles, responsibilities, and procedures and provides guidance for development and implementation of all elements involved in managing debris removal operations in the response and recovery phases of a disaster. City debris management activities will be coordinated by the City Public Works Department, in coordination with the County Department of Public Works.

7 Disaster Application Center

When a Federal disaster declaration occurs, Logistics Section personnel may be called upon to arrange a large facility to serve as a Disaster Application Center. FEMA is responsible for the operation of the Disaster Application Center. This is a place where citizens can meet with Federal, state, local, and volunteer agency representatives to apply for disaster assistance. Appropriate facilities include schools, churches, and community centers. Advertising of these facilities will be coordinated by the Public Information Officer through the Joint Information Center located in the Federal/state disaster field office. Federal, state, local, and volunteer agencies may provide or accept applications for the following services through the Disaster Application Center:

- Temporary housing for disaster victims whose homes are uninhabitable as a result of a disaster;
- Essential repairs to owner-occupied residences in lieu of temporary housing so that families can return to their damaged homes;
- Disaster unemployment and job placement assistance for those unemployed as a result of a major disaster;
- Disaster loans to individuals, businesses, and farmers for refinancing, repair, rehabilitation, or replacement of damaged real and personal property not fully covered by insurance;

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- Agricultural assistance payments, technical assistance, and Federal grants for the purchase or transportation of livestock;
- Information on the availability of food stamps and eligibility requirements;
- Individual and family grants to meet disaster-related expenses and other needs of those adversely affected by major disasters when they are unable to meet such needs through other means;
- Legal counseling to low-income families and individuals;
- Tax counseling concerning, and assistance in obtaining, insurance benefits;
- Consumer counseling and assistance in obtaining insurance benefits;
- Crisis counseling and referrals to mental health agencies to relieve disaster-caused mental health problems;
- Social Security assistance for recipients or survivors such as death or disability benefits or monthly payments;
- Veterans' assistance such as death benefits, pensions, insurance settlements, and adjustments to home mortgages held by the Veterans Administration if a VA-insured home has been damaged; and
- Other specific programs and services as appropriate to the disaster.

Logistics may also arrange office space, document reproduction services, etc. for State and Federal damage assessment teams.

If Federal mobile homes are to be supplied for use as emergency shelter, Logistics may assist in site choice and preparation consistent with McMinnville's local comprehensive land use plan.

8 Individual Assistance Programs

Individual assistance programs strive to meet the disaster-related needs of individuals and families while utilizing disaster assistance resources as efficiently as possible. Disaster recovery officials especially strive to avoid duplication of benefits. Efficient use of recovery resources is also aided by providing assistance through a sequence of programs. Those with serious unmet disaster-related needs proceed through each step until all avenues, public and private, have been explored to meet those needs.

The following compendium identifies typical individual assistance programs that may be available following an emergency or disaster.

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Typical Individual Assistance Programs**HUMANITARIAN SERVICE GROUPS**

(e.g., American Red Cross, Salvation Army, church groups, voluntary organizations, community service groups)

Funded by: Agency or group

Administered by: Agency or group at temporary or permanent locations

Details: These services can be requested by individuals or by local or State officials. Services provided include immediate emergency aid, such as clothing, food, medical assistance, shelter, cleanup help, transportation, furniture, and medical supplies

EMERGENCY FOOD STAMP PROGRAM

Funded by: Food and Nutrition Services (U.S. Department of Agriculture [USDA])

Administered by: State Department of Social and Health Services (DSHS)

Details: Provides food coupons to qualified disaster victims. Requires a request to the USDA by the Department of Social and Health Services, based on a request to the DSHS by State Emergency Management, in coordination with local Emergency Management.

INSURANCE ASSISTANCE

Administered by: American Insurance Association, FEMA, and National Flood Insurance Program

Details: Provide counseling regarding insurance problems or questions.

CONSUMER PROTECTION

Administered by: State Attorney General's Office

Details: Provides counseling regarding consumer problems, such as non-availability of products and services needed for reconstruction, price gouging, and disreputable business concerns and practices. May involve coordination with the Insurance Commissioner and/or legal counsel.

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Typical Individual Assistance Programs

CRISIS COUNSELING

Administered by: Yamhill County Health Department

Details: Available only after a special request by the Governor and approved by FEMA. Provides referral services and short-term counseling for mental health problems caused or aggravated by a disaster.

INDIVIDUAL AND FAMILY GRANT PROGRAM

Funded by: 75% Federal, 25% State

Administered by: State Emergency Management

Intended to provide assistance to individuals and families to permit them to meet disaster-related necessary expenses and serious needs for which other assistance is either unavailable or inadequate. It is not intended as a replacement for an insurance program.

TEMPORARY HOUSING PROGRAM

Funded by: 100% Federal

Administered by: FEMA

Details: Provides financial assistance or government-owned dwellings, if available, for those whose primary residences are uninhabitable due to a disaster.

DISASTER LOANS

Funded by: U.S. Small Business Administration

Administered by: U.S. Small Business Administration

Physical Disaster Loans - Low-interest loans to individuals for repair, replacement, or rehabilitation of owner-occupied primary residences or personal property loss for renters.

Business Loans (Physical Disaster Loans) - Low-interest loans to businesses for repair, replacement, or rehabilitation of disaster-damaged property.

Economic Injury Disaster Loans. For businesses suffering economic loss as a result of a single sudden physical event of catastrophic nature. The Small Business Administration's maximum loan is \$500,000. Funds can be used for indebtedness and operating expenses.

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Typical Individual Assistance Programs

EMERGENCY LOANS, FARMERS HOME ADMINISTRATION

Administered by: USDA

Details: Low-interest loans to farmers, ranchers, and agricultural operators (either tenant-operator or owner-operator) for physical and production losses. Loans may also be used to repair or replace farm property and supplies or for repayment of farm operating debts incurred during the disaster year. Loans may also be available if approved by the USDA, following a governor's request

DISASTER UNEMPLOYMENT ASSISTANCE

Funded by: FEMA

Administered by: U.S. Department of Labor through the State Employment Security Department

Details: Provides weekly benefit payments to those out of work due to a disaster, including self-employed persons, farm workers, farm and ranch owners, and others not normally covered under regular unemployment insurance programs.

TAX ASSISTANCE

Administered by: Internal Revenue Service and Tax Information for Indian Tribal Governments

Details: Provides counseling and assistance in the form of income tax rebates to disaster victims who file income tax returns during the year of the disaster or during any of the three previous years. These earlier returns may be amended to receive an immediate tax rebate for non-insured casualty losses to homes, personal property, businesses, or farming/ranching operations. Benefits may also result from filing amended state income tax returns.

SOCIAL SECURITY BENEFITS

Funded by: Social Security Administration

Administered by: Social Security Administration

Details: Assistance to annuitants with address changes and expedited check delivery. Assistance in applying for disability, death, survivor benefits, and Social Security Insurance payments.

Typical Individual Assistance Programs**VETERAN'S BENEFITS**

Funded by: Veterans Administration (VA)

Administered by: Veterans Administration

Details: Assistance in applying for VA death benefits, pensions, insurance settlements, and adjustments to VA-insured home mortgages. VA representatives will also record address changes, if necessary.

LEGAL SERVICES

Administered by: FEMA

Details: Free legal counseling to low-income persons for disaster-related problems. May include replacing legal documents, transferring titles, contracting problems, will probates, and insurance problems.

8 Appendices

- Appendix A Federal Cost Reimbursement Forms

Appendix A – Federal Cost Reimbursement Forms

The following forms are included in this section:

- Contract Summary Record
- Force Account Equipment Record
- Force Account Labor Record
- Force Account Materials Summary Record
- Rented Equipment Record
- Employee Payroll Data
- Equipment Inventory Form

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